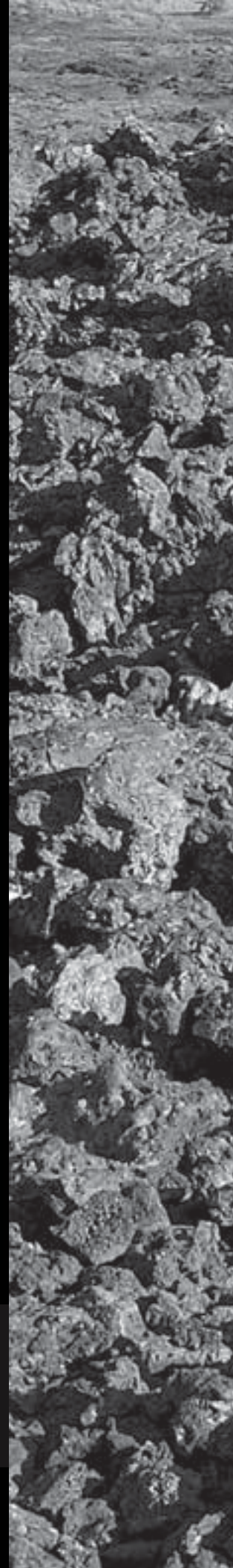


Chapter 3 THE IMPLEMENTATION



Chapter 3: IMPLEMENTATION

The broad direction provided in this Monument Management Plan meets the requirements of proclamations and laws specifically related to the Monument, as well as the Federal Land Policy and Management Act, the NPS Organic Act, applicable regulations, and agency policies. This Management Plan describes the resource conditions and visitor experiences to be achieved within the Monument. Implementation of the Management Plan will involve the completion of many specific activities to meet these objectives. Over the life of this Management Plan, BLM and NPS staff will prepare new implementation plans or amend existing plans with detailed information for specific topics. This chapter provides the framework to guide implementation of the decisions contained in this Management Plan. This chapter also includes information on the process to amend this Management Plan in the future as resource conditions or uses change or additional information becomes available.

IMPLEMENTATION STRATEGY

An implementation strategy will be completed. The implementation strategy outlines priorities and the resources needed during the first years of implementation of this Management Plan. This strategy should also contain a schedule for the development of the following priority implementation plans.

- Comprehensive Travel Management Plan
- NPS Resource Stewardship Strategy
- Fire Management Plan
- Wilderness / Wilderness Study Area Management Plan
- Long-Range Interpretive Plan

- Cave Management Plan
- Cultural Resources Management Plan
- Integrated Pest Management Plan(s)
- Kings Bowl Development Concept Plan
- Volcanic Hazards Analysis and Response Plan
- Sign Plan

See the section on “Future Planning Needs” below for further information about each of these implementation plans. The implementation strategy will also contain cost estimates for the first five years of this Management Plan, a schedule of implementation actions, and strategies for funding implementation of this Management Plan.

FUTURE PLANNING NEEDS

The more specific actions required to attain the goals and desired conditions defined in this Management Plan are accomplished through implementation plans. BLM and NPS staff will prepare new or amend preexisting activity-level implementation plans for specific topics, tasks, and activities. These activity-level plans are subject to further public review as required by the law, regulation, and policy, such as the National Environmental Policy Act. The following descriptions include further information about each of these priority implementation plans.

TRAVEL MANAGEMENT PLAN

Proclamation 7373 requires that a transportation plan be prepared that addresses the actions, including closures or travel restrictions, necessary to protect the “objects” identified in the Monument proclamations. The management zones, road and trail classification system, and other provisions of this Management Plan

provide the framework for developing a Comprehensive Travel Management Plan. The agencies intend that this will be the first implementation-level plan to be prepared for the Monument. In addition to identifying potential road closures or travel restrictions, the plan would include specific standards for road maintenance and/or improvement and would include a published map/brochure designed for public use, showing road standards, maintenance levels, and appropriate uses.

NPS RESOURCE STEWARDSHIP STRATEGY

This NPS document establishes long-term resources management objectives, documents progress towards those objectives, and serves as a guideline for funding specific resource projects.

FIRE MANAGEMENT PLAN

Management actions analyzed in this Management Plan; and the Wildland Fire Management Plan (USDI NPS 2000a) would be incorporated into an implementation plan to guide suppression efforts and proactive fuels and restoration treatments. The Fire Management Plan would detail management goals and constraints within specific fire management areas. Although these goals and constraints would comply with broad direction set forth in this Monument Management Plan, the Fire Management Plan would be a dynamic document that would be updated regularly to best protect Monument resources.

WILDERNESS / WILDERNESS STUDY AREA MANAGEMENT PLAN

This plan would guide the preservation, management, and use of the designated Wilderness and Wilderness Study Areas. One of the principal purposes is to establish indicators, standards, conditions, and thresholds beyond which management actions would be taken to reduce human impacts on wilderness resources. The cur-

rent NPS Backcountry / Wilderness Management Plan is no longer adequate because it does not incorporate the Wilderness Study Areas.

LONG-RANGE INTERPRETIVE PLAN

This plan would identify the primary stories or interpretive themes needed to provide each visitor with an opportunity to develop an understanding of the Monument. Interpretation is a process of education designed to stimulate curiosity and convey messages to the visiting public. This plan would guide the future development of interpretive facilities and programs such as signs, waysides, brochures, guided walks, and oral presentations.

CAVE MANAGEMENT PLAN

This plan would meet the requirements of the Federal Cave Resources Protection Act to perpetuate the natural systems associated with caves. This plan would build on the existing Cave Management Program (USDI NPS 1993) and the Cave Resources Management Plan (USDI BLM 1999).

CULTURAL RESOURCES MANAGEMENT PLAN

This plan would guide the preservation, management, and use of cultural resources. The plan would also include a Native American Graves and Repatriation Act (NAGPRA) Action Plan to address inadvertent discovery of NAGPRA materials within the Monument.

INTEGRATED PEST MANAGEMENT PLAN(S)

This plan would provide guidance related to potential pests, monitoring indicators, action thresholds, and treatment methods to address pest issues within the Monument. Among these issues are invasive exotic plants, grasshoppers, and large predators. This plan would be accomplished cooperatively with the U.S. Department of Agriculture.

KINGS BOWL DEVELOPMENT CONCEPT PLAN

This Monument Management Plan identifies the level of development in the Kings Bowl area. A Development Concept Plan would allow the agencies to examine in greater detail options for protecting the area while accommodating public access and use.

VOLCANIC HAZARDS ANALYSIS AND RESPONSE PLAN

No contingency planning has ever been done for the advent of renewed volcanic eruptions. No flow routing modeling has been done to help predict where lava would go and how far it would travel based on possible eruption sites and volumes. This plan would provide the necessary information for risk management contingency planning.

SIGN PLAN

This plan would document the location and condition of current Monument signs for administrative purposes. The plan will also recommend strategies for more effective communication with the visiting public through common design standards for signs throughout the Monument.

ENVIRONMENTAL COMPLIANCE RESPONSIBILITIES

Every action taken or implementation plan proposed by the Bureau of Land Management or National Park Service that could affect natural and cultural resources or the quality of the human environment is subject to laws and regulations designed to protect and enhance the environment. These laws and regulations constitute the Monument's environmental compliance responsibilities. Examples of various laws and regulations that apply include the following:

- National Environmental Policy Act of 1969, as amended (Public Law 91-190, as amended; 16 U.S.C. 4321-4347)
- The Wilderness Act of 1964 (Public Law 88-577; 16 U.S.C. 1131-1136)
- Endangered Species Act of 1973, as amended (Public Law 93-205; 16 U.S.C. 1531-1544)
- Antiquities Act of 1906 (Public Law 59-209; 16 U.S.C. 431-433)
- National Historic Preservation Act of 1966 (Public Law 89-665 as amended; Public Law 102-575; 16 U.S.C. 470)
- Archeological Resources Protection Act of 1979 (Public Law 96-95; 16 U.S.C. 470)
- Native American Graves Protection and Repatriation Act of 1990 (Public Law 101-601; 25 U.S.C. 3001)

CONSULTATION, COORDINATION AND COLLABORATION

Proclamation 7373, which enlarged the boundaries of the Monument in 2000, directed that the

National Park Service and the Bureau of Land Management manage the Monument cooperatively and shall prepare an agreement to share, consistent with applicable laws, whatever resources are necessary to properly manage the Monument.

The Secretary of the Interior tasked both agencies to complete a combined management plan that would meet the legal, regulatory, and policy requirements of both agencies.

In the spirit of this collaboration, a planning team was formed to complete a Management Plan for the entire Monument area. With both BLM and

NPS staff, this team worked cooperatively to compile and release the Draft Monument Management Plan / Draft Environmental Impact Statement, analyze public comments, prepare the Proposed Plan / Final Environmental Impact Statement, and release this Monument Management Plan. Each agency's authorities have their origin in different enabling legislation and proclamations, and as a result, some management guidance and decisions are specific to one agency or the other.

Public involvement, consultation, and coordination have been integral parts of the planning process leading to this Monument Management Plan. A public participation plan and schedule were prepared and implemented during the preparation of the plan. Public involvement methods included Federal Register notices, news releases, public meetings and workshops, presentations at special interest group meetings, individual meetings with interested publics, newsletter mailings, and website postings.

Consultation with federally recognized Native American tribes (North American Indians or tribes) is mandated. The agencies have a trust responsibility to maintain government-to-government consultation and coordination with federally recognized tribes. Compliance with all federal laws regarding the protection of tribal cultural interests and cultural resource concerns was carried out in consultation with all affected tribes, in this case the Shoshone-Bannock Tribe and the Shoshone-Paiute Tribe.

Although the Bureau of Land Management and the National Park Service retain responsibility and authority for respective land management decisions, these decisions are more meaningful, effective, and enduring if made in a collaborative and open process. Therefore, close working relationships among management and regulatory agencies need to

be developed and maintained. In addition, others outside of the Bureau of Land Management of National Park Service (Resource Advisory Committees, state and local agencies, universities, volunteers, etc.) should be involved in subsequent analysis, monitoring, evaluation, research, and adaptive management processes.

RELATIONSHIP TO OTHER PLANS, POLICIES, AND PROGRAMS

This Management Plan seeks to define what resource conditions and visitor experiences should be achieved and maintained over time to realize the Monument purposes. The planning process considered various approaches to use, management, and development, some of which may represent competing interests for the same resource base. Ultimately, the Management Plan serves to define the desired future conditions that reflect the concerns and needs of the Bureau of Land Management, the National Park Service, and the public.

As previously described, this Management Plan replaces the four previous BLM land use plans and a previous NPS general management plan, and it serves as a combined resource management plan / general management plan for the Monument. As such, it covers a broad area; addresses a wide range of programs, concerns, and resources; and must, therefore, function at a general level. The plan focuses on what conditions should exist rather than specifics on how to achieve those conditions.

The following explains the relationship between this Management Plan and existing BLM and NPS plans, policies, or programs. Other relevant plans, policies, or programs that were incorporated into the preparation of this document are listed also.

RELATIONSHIP TO CURRENT BLM PLANS AND POLICIES

The following current BLM land use plans have been considered in the development of this Management Plan. For Monument lands, this Monument Management Plan supersedes the direction in these land use plans.

Monument Resource Management Plan / Environmental Impact Statement (EIS) and Amendments: The 1985 Monument Resource Management Plan is the comprehensive framework for managing approximately 1,179,000 acres of public land north of the Snake River in south-central Idaho. Resource management plans make resource allocations, resolve conflicts between competing uses, and ensure management of the public lands in accordance with the principles of multiple use and sustained yield. The Monument Resource Management Plan covered approximately 60% of the lands within the Monument.

Big Lost Management Framework Plan, Grazing EIS, and Amendments: This 1983 Management Framework Plan provides management direction for more than 300,000 acres of public land north of US 20/26/93 in central Idaho. Management framework plans predate resource management plans in the BLM land use planning system. Management framework plans make management decisions and land use allocations by watershed-based planning units. The Big Lost Management Framework Plan covered less than 5% of the Monument.

Big Desert Management Framework Plan, Grazing EIS, and Amendments: This 1981 plan covers an area west of Idaho Falls in southeastern Idaho and includes 1,162,463 acres of public land including approximately 30% of land now within the Monument.

Sun Valley Management Framework Plan, Grazing EIS, and Amendments:

This 1981 plan covers approximately 245,000 acres of public land in the northern portion of the BLM Shoshone Field Office including less than 5% the lands now within the Monument.

Great Rift Proposed Wilderness EIS:

This 1980 plan recommended that 341,000 acres of the Great Rift Wilderness Study Area be designated as part of the National Wilderness Preservation System. The entire Great Rift Wilderness Study Area lies entirely within the Monument.

Interior Columbia Basin Ecosystem

Management Project: The Interior Columbia Basin Ecosystem Management Project (ICBEMP) was based on Presidential direction to develop a scientifically sound, ecosystem-based strategy for managing the 64 million acres of public lands administered by the U. S. Forest Service and the Bureau of Land Management within the Columbia River Basin and portions of the Klamath and Great Basins in Oregon. A Final EIS and Proposed Decision were published in December 2000. No Record of Decision has been signed, nor is one expected.

Public lands administered by the Bureau of Land Management and the National Park Service within the Craters of the Moon National Monument planning area are covered by the ICBEMP analysis. The BLM state directors and U.S. Forest Service regional foresters are completing the project through the use of the Interior Columbia Basin Strategy. A 2003 Inter-agency Memorandum of Understanding directs the Bureau of Land Management to implement this Strategy to guide the amendment and revision of resource management plans throughout the Interior Columbia River Basin. The Strategy directs the use of the findings of the ICBEMP science, new information, and the best available science in developing land use plans and implementing resource management projects, including consultation and participation in plan and project design. The ICBEMP analysis and

findings have been incorporated into this Monument Management Plan.

RELATIONSHIP TO CURRENT NPS PLANS AND POLICIES

NPS plans and studies used to develop this document are listed in the bibliography. The plans listed below directly influenced the development of this Monument Management Plan.

NPS Management Policies 2001: These policies are revised at appropriate intervals to consolidate agency policy decisions or to respond to new laws and technologies, new understandings of park resources and the factors that affect them, or changes in American society.

1992 Craters of the Moon General Management Plan: The 1992 General Management Plan was the guiding document for the original NPS Monument.

1996 Resource Management Plan: NPS resource management plans provided a long-range comprehensive strategy for natural and cultural resource management. The strategy describes a program of activities to achieve desired future conditions.

Wildland Fire Management Plan: The Wildland Fire Management Plan provides fire management direction for the original NPS Monument, but not the Preserve.

Fiscal Year 2000–2005 Strategic Plan for Craters of the Moon National Monument and Preserve: NPS strategic plans contain the mission statement and goals, describe strategies to accomplish goals, and identify external factors that could significantly affect achievement of goals.

1993 Cave Management Program: The 1993 Cave Management Program provides management guidelines for cave resources within the original NPS Monument.

1989 (revised 1996) Backcountry / Wilderness Management Plan: This plan provides management guidelines for recreational use of the backcountry and wilderness of the original NPS Monument.

RELATIONSHIP TO OTHER PLANS AND POLICIES

Fire Management Planning: The National Fire Plan is an agreement between the U.S. Forest Service and the Department of the Interior to help protect communities and natural resources as well as the lives of firefighters and the public. The federal wildland fire management agencies worked closely with states, tribes, local governments, and interested publics to prepare the 10-Year Comprehensive Strategy, completed in August 2001. This strategy outlines a comprehensive approach to the management of wildland fire, hazardous fuels, and ecosystem restoration and rehabilitation on federal and adjacent state, tribal, and private forest and range lands in the United States.

An implementation plan was signed in June 2002 to provide consistent and standard direction to implement the common purposes of the 10-Year Comprehensive Strategy and the National Fire Plan. The Bureau of Land Management and the National Park Service incorporated guidance from the National Fire Plan and 10-Year Comprehensive Strategy in this Monument Management Plan.

PLAN EVALUATION

Evaluations review implementation of this Monument Management Plan at several levels to see whether management goals and objectives are being met and to determine whether management direction is sound. Evaluation also determines if management actions are consistent with thresholds established for the achievement of the objectives. If they are not, evaluation identifies the reasons. The

conclusions are then used to make recommendations on whether to continue current management guidelines, to make changes in management practices to meet plan goals and objectives, or to amend the plan objectives or decision to better meet the capabilities of the land and the intent of the legislation.

Reviews of the evaluation process will be periodically scheduled to ensure the following:

- Monitoring data is effectively used in the evaluation process.
- Evaluations are conducted at intervals that allow for adjustments to be made in management direction before crises develop.
- Management plan evaluations will typically be conducted every five years to assess the progress toward achieving broad-scale objectives and desired future conditions.
- The evaluation process will review progress toward Management Plan implementation as well as new, scientific research; monitoring data; and other information on changed resource or social circumstances that that needs to be considered in future management. The evaluation may conclude any of the following:
 - Management actions are moving resources toward the desired objectives. In this case, management actions are affirmed and may not need to be adjusted.
 - Further research needs to be initiated or actions must be adjusted to more efficiently achieve objectives of the Management Plan. If new information or research demonstrates better ways to achieve plan objectives, changes in activity planning and project implementation may be made.
 - The objectives should be altered based on the new information. If the new information indicates that plan objectives should be reconsidered, a

plan amendment may be required that will reexamine desired future conditions and ways to reach those conditions.

CHANGING THE PLAN

During the lifespan of this Monument Management Plan, it is anticipated that occasional changes will be needed because of new information, changes in resource uses, new legislation, or other factors. All changes to the Management Plan will be documented in a manner that allows tracking. Changes to the Management Plan fall into one of the following two categories — maintenance or an amendment.

MAINTENANCE

Maintenance will be limited to minor corrections to improve the clarity of the text, update text or map information, or eliminate errors. Maintenance actions will not change the intent of goals, objectives, or decisions. Maintenance actions are not subject to the requirements of the National Environmental Policy Act and do not require public involvement.

AMENDMENT

Changes that modify the intent of goals, objectives, or decisions or add new decisions require an amendment to the plan. Amendments may be the result of periodic evaluations that recommend changes to the plan, external factors including new legislation, or proposals from external parties. The amendment process would include public involvement, coordination, and environmental analysis similar to that used in the preparation of this Monument Management Plan. The level of environmental analysis would be appropriate to the level of potential impacts expected to be caused by the proposed amendment and could include preparation of an environmental impact statement.

